

TRAN
LARGE
NA
9127.C4
C532cp



O'HARE

DEVELOPMENT AREA

Department of Development and Planning



TRANSPORTATION CENTER
LIBRARY

JUN 3 1969 0

NORTHWESTERN UNIVERSITY

City of Chicago, Richard J. Daley, Mayor

TRAN
TRAN
LARGE
NA
9127.C4
C532cp

IRAC
CLUBS
LIBRARY

Digitized by the Internet Archive
in 2012 with funding from
CARLI: Consortium of Academic and Research Libraries in Illinois

<http://archive.org/details/oharedevelopment00chic>



O'Hare Development Area

City of Chicago, Richard J. Daley, Mayor

Lewis W. Hill, Commissioner of Development and Planning

December 1968

Contents

page 2	Purpose of the Development Area Reports
page 3	Introduction
page 5	Planning Framework—Objectives
page 6	Existing Conditions and Recommendations
page 6	Chicago-O'Hare International Airport
page 10	Transportation
page 11	The Eastern Sub-Area
page 14	Suburban Areas
page 17	Major Capital Improvements
page 18	Summary

PURPOSE OF THE DEVELOPMENT AREA REPORTS

The Development Area reports have been prepared to inform Chicago citizens of the meaning of the *Comprehensive Plan's* recommendations for each area of the city, to aid in the exchange of information about community needs between citizens and government that is necessary to the development of a cooperative planning process, and to facilitate the co-ordination of plans and programs for community improvements. There are 16 Development Areas, covering the entire city, each with a population of 150,000 to 300,000 people and with a land area of 6 to 20 square miles.

The Development Area reports suggest land use changes, residential and industrial improvements, transportation improvements and community facilities and social programs needed to achieve the goals of the *Comprehensive Plan* in each area. The reports are intended to stimulate community discussion of issues, problems, and solutions. This discussion will lead to formulation of a planning framework for each area to be used by government and citizens for scheduling and co-ordinating programs and community improvements.

The various kinds of projects that the city undertakes need to be co-ordinated if they are to produce maximum benefits for the communities they serve. Experience has demonstrated that Chicago is too large to deal with as a whole in co-ordinating and scheduling specific projects. Thus, the Development Areas represent a very practical means of focusing the planning process on localized needs and conditions while remaining within the context of city-wide *Comprehensive Plan* policies and goals.

The recommendations in the Development Area reports are ideas and suggestions for consideration. They do not represent final plans for the areas, nor do they cover all issues. The reports recognize that not all planning problems have clear or immediate solutions and in some cases, questions are raised in the expectation that the best solution will evolve only through community discussion.

The Review Process

Four steps will be followed in reviewing and

revising the Development Area reports:

- Each Development Area report will be distributed to civic organizations and other private groups, both within the local area and city-wide.

- Representatives of city government will meet with groups and individuals in each area to discuss the report. Findings will be modified, other ideas sought, and approaches to resolving issues will be explored.

- Appropriate revisions in the proposals will then be made which will result in a planning framework for the Development Area. After public discussion, the planning framework will be adopted by the Chicago Plan Commission as a policy guide in reviewing projects and programs for the area.

- Using the planning framework as a guide the Department of Development and Planning will work with other agencies to modify and co-ordinate programs and projects to meet the area's critical needs and to achieve local objectives.

Chicago is constantly changing. Therefore, from time to time, each planning framework will be reviewed and adjusted or amended to reflect new needs or changes in objectives as they are identified in the continuing process of planning.

From Plans to Action

In recent years new transportation facilities, urban renewal, and other public and private developments have greatly improved the city's appearance and livability, and the opportunities and capabilities of its people. Still greater effort and further improvement will be necessary if Chicago is to meet its commitment to the strategic objectives of the *Comprehensive Plan*. In the coming years sections of the city must be rebuilt or rehabilitated to meet the rising expectations for living standards of all its people. New ways must be found for meeting social concerns, for strengthening capabilities and for broadening opportunities. Achieving the kind of city envisioned in the *Comprehensive Plan* will call for the ideas, widespread support, and involvement of all of the people of Chicago.

O'HARE DEVELOPMENT AREA

The O'Hare Development Area is an irregularly shaped section of the city which includes all of the area within the city limits to the west of Pueblo Avenue between Belmont and Lawrence avenues and west of Canfield Road to the north of Lawrence Avenue. Chicago-O'Hare International Airport is the major focus of this area, providing air passenger and freight service for the entire metropolitan area and employment for over 14,000 persons.

The major geographic elements of the area are O'Hare airport, an extensive section of the Cook County Forest Preserve, and residential areas, one in Chicago, the rest in surrounding suburbs. The major land uses in the Development Area—transportation, recreation and residence—are distinctly separated from one another. O'Hare airport covers nearly 75 per cent of the Development Area and is connected to the rest of the city along Foster Avenue. Forest preserves, which occupy 18 per cent of the land in the O'Hare Area, form a band of green space between the airport and the residential area to the east. This last use covers only 7 per cent of the Development Area.

To facilitate discussion, the existing conditions and recommendations for future development in the O'Hare Development Area will be discussed according to the following sections:

- Chicago-O'Hare International Airport;
- The transportation system, including the tollway and expressway, the major street system and public transportation facilities;
- The Eastern sub-area, including the forest preserves, residential areas, and vacant land;

- The suburban areas surrounding the airport, including discussions of land use and population characteristics.

The airport was developed to its present form in 1962 and handled 13 million passengers in that year. By 1967 the passenger total had more than doubled, the number of flights at peak hours was approaching the maximum possible for the existing level of facilities, and O'Hare had for some time become the world's busiest major airport. Cargo operations are currently a major airport activity. In the period 1962-67 air cargo handled at O'Hare grew from 62 million pounds to 1.2 billion pounds. Air freight service has been a primary influence in the growth of business and industry in suburban areas around the airport.

Because air service has reached its effective maximum in terms of existing airport facilities and services, a development program for expansion of facilities and services at O'Hare must be instituted. Major items in such a program would include the accommodation of larger passenger and cargo aircraft, the implementation of more efficient cargo and baggage techniques, and the solution of problems in traffic congestion and parking. Long-range projections of air transportation volume indicate, however, that even an improved O'Hare airport will eventually be unable to handle all of the projected growth in traffic. Planning is now underway for an additional major airport to serve the metropolitan area.

Maintenance of expressways and major streets in and around the Development Area will continue to be the joint responsibility of the city, the counties and the State

of Illinois. The planning of new residential streets should discourage through traffic in residential areas and accommodate pedestrian movements in the various neighborhoods.

Public transportation does not extend into this Development Area, but with increased residential development CTA bus routes might be realigned to serve the area. A rapid transit line along the Kennedy Expressway has been suggested as an alternative means of reducing traffic congestion and parking problems at the airport and of bringing persons from the city to jobs in the O'Hare vicinity.

The eastern sub-area is currently a low density residential area. As the population and density increase, the area will be better served with schools and libraries, transportation and recreation facilities. The 1600-acre forest preserve adjacent to the residential section is the primary source of recreation space in the area, and serves as a regional facility as well. As the area becomes more developed, local park space should be provided.

The seven suburbs surrounding O'Hare have been greatly affected by the development of the airport. A great upsurge in the growth of residences, businesses, and industry has occurred in the past ten years. Future development of the suburbs should include expanded forms of cooperation between the city and suburban municipalities.



Characteristics O'Hare Development Area

Airport Land

Residential

Forest Preserve

Business

Industry

Existing Runways and Aprons

A Fuel Storage Facilities

B Hanger and Shop Area

C Cargo Area

D U.S. Air Force Area

E Terminal Facilities and Parking

F Residential Areas Adjacent to Airport

G Developing Residential Area

H Proposed Elementary School

I Airport-Oriented
Commercial Concentration

J Airport-Oriented
Industrial Concentration

Objectives

Improvement programs in the O'Hare Development Area should be directed toward the following objectives based on the recommendations of the *Comprehensive Plan*:

1. Develop a short-range improvement program to expand operations at O'Hare. Provide expanded terminal space and airfield facilities appropriate to the demand. Provide and maintain a high level of accessibility to the airport. Continue to study the effect of increased service at Midway Airport and the provision of a third major airport in the metropolitan area.

2. Provide for the extension of rapid transit service to O'Hare airport and study the feasibility of providing express rail service. Maintain other existing transportation facilities in the area. Improve major streets to alleviate congestion and keep unwanted traffic off residential streets. Provide for easy pedestrian movement between residences and concentrations of community activity.

3. Encourage planning efforts in communities surrounding the airport. Develop available vacant land in a manner suited to its location near the airport. Acquire additional land around the airport so that all necessary expansions of service can be accommodated, a buffer zone can be maintained between the airport and surrounding development and adequate measures for flood control can be provided. Encourage cooperation between the city, the suburbs and the airlines to control environmental nuisance factors such as noise and air pollution.

4. Improve the quality and increase the quantity of housing, especially for families with children, in the Development Area. Encourage variety and imagination in site design and variation in architectural form.

5. Provide parks, schools and other community facilities as appropriate in fast-growing residential sections of the O'Hare Area. Encourage greater use of forest preserve areas by providing better access to them.

Existing Conditions and Recommendations

Chicago-O'Hare International Airport

O'Hare was originally the site of a World War II aircraft assembly plant and testing field. After production had stopped, the city procured the site from the federal government and has since expanded the airport to its present size of 6,600 acres.

Scheduled flights in significant numbers began in 1959, and by 1962, 13 million passengers used the airport facilities. By 1967 almost 28 million passengers used the regularly scheduled air service, and the field accommodated nearly 1,700 flights, both scheduled and private, each day. However, a ceiling on the number of operations which can be handled by existing facilities at peak hours has already been reached.

Major facilities at the airport include runways, hangars, cargo storage and transfer facilities, maintenance buildings, parking facilities, and terminal buildings with 71 gates and assorted service areas for the traveler.

O'Hare is rapidly approaching a service saturation point because of a phenomenal growth in passenger and freight traffic—a growth that came much earlier than could be anticipated. Within the airport's present configuration, problems of congestion will soon reach a critical level, but programs are already in motion to solve the problems created by this. Aircraft are crowded on taxiways and often are backed up



O'Hare Airport is nearing operational capacity causing time-consuming back-ups on runways.



Chicago-O'Hare International is the world's busiest airport.

awaiting take-off. Passengers are crowded in terminals, at ticket counters and in loading and baggage claim areas. Automobile loading and parking areas also suffer from congestion.

The original design of the airport was flexible and sufficiently workable to accommodate increased passenger and freight loads with few physical changes. However, it is now evident that some major adjustments must be made so that the high level of service may be maintained.

The improvement and expansion program for O'Hare must consider such things as runways and turnoffs, terminals, freight facilities, and traffic and parking problems. It should have a set of objectives that would include measures for:

- The provision of physical and service facilities capable of handling superjet aircraft, yet sufficiently flexible to accommodate diverse aircraft sizes.
- The reduction of passenger walking distances by the use of an internal movement system.
- The improvement of baggage and freight handling techniques.
- The provision of better facilities and connections with ground transportation, including the provision of rapid transit service, increased parking capacity, grade-separated pedestrian and vehicular circulation systems.
- The maximum use of the existing physical structures.

The longest of the five major runways extends northwest-southeast a distance of 11,600 feet. This is sufficient length now to accommodate fully-loaded intercontinental flights and will be able to accommodate the largest and heaviest aircraft now in service or contemplated. Studies show that air service could be significantly improved with the construction of a sixth runway in the northeast-southwest alignment. These studies also indicate that the additional runway would allow the airport to operate at the capacity of its ground facilities with an acceptable peak-hour level of delay under any weather conditions. Other studies have indicated that tripled runways—three-runway sets—that allow for increased take-off or landing capacity would be feasible for O'Hare.

With existing runways and terminal facilities the level of delay already exceeds the acceptable maximum. The only apparent means of reducing the time delay are to expand and improve facilities at O'Hare, to increase utilization of Midway Airport and to construct another major airport.

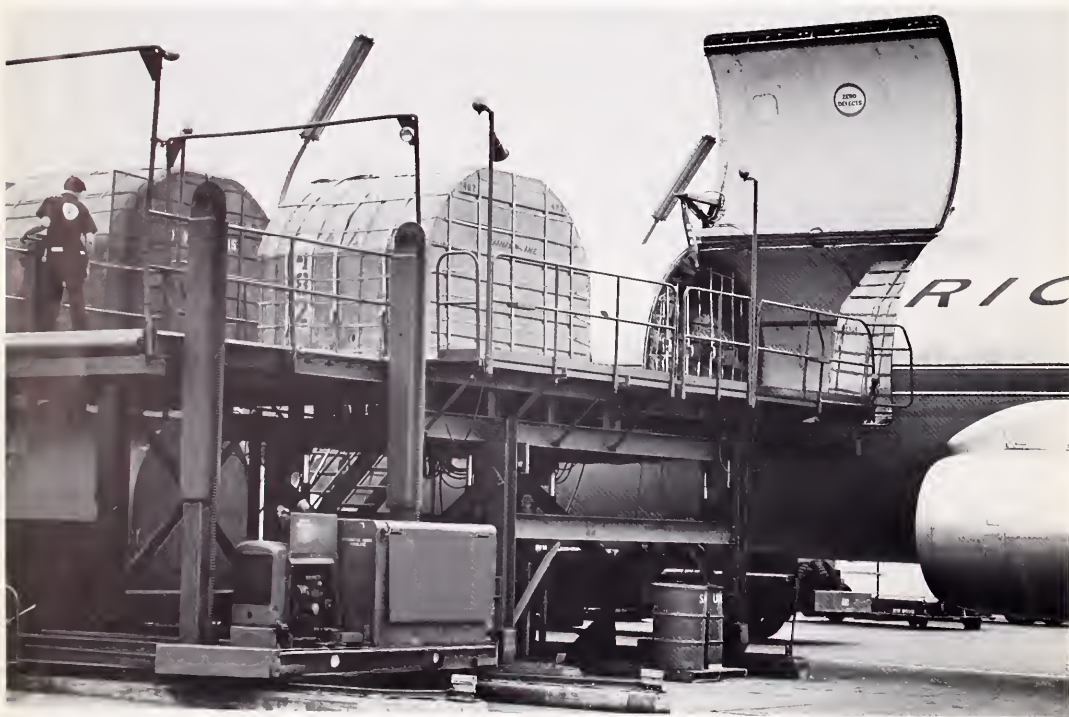
71 gates in the terminal complex currently serve in excess of 420,000 scheduled domestic flights annually. Studies have indicated that these gates should serve 400,000 flight operations for maximum efficiency and convenience. Because the facilities are already working beyond effective capacity, passengers have been experiencing delay and crowding in the terminals.

The airport's international terminal has similar problems of overcrowding. Projections of passengers to be served show more than a 100 per cent increase by 1975. To meet this demand more than the existing number of gates would be necessary. These might be provided through either an expansion of facilities at O'Hare or the provision of a complete international terminal at a third major airport, or both. If an expansion were to take place at O'Hare, a new structure would probably be built to house the international terminal on what is presently U.S. Air Force land. With this in mind the city recently made application to the federal government for conveyance to the city of the Air Force land in the northeast corner

of the airport. Whether or not international air service is retained at the airport, existing international facilities at O'Hare should revert to domestic use to provide the additional space required by regular and anticipated super-jet operations.

Air freight, a comparative newcomer in the air transportation field, has become a very important activity at O'Hare airport. In 1960 the field handled 62 million pounds of air cargo including freight, express items and mail. By 1967 this total reached 1.2 billion pounds. In part this large increase was due to technological improvements such as pre-packing cargo in special containers and pallets so that a minimum amount of time is

Air cargo operations are rapidly increasing, partially as a result of the containerization process shown here.



wasted on the ground. Further efficiencies are accomplished by the conversion of daytime passenger planes to cargo planes for night flying. The federal government has aided the development of air freight transportation by sending first class mail, whenever possible, by air. This extensive air freight service has helped in the development of industries in the O'Hare Development Area and surrounding suburban areas.

There are now approximately 130 acres of land developed for air cargo facilities. In addition to this acreage there is an area of approximately 280 acres available for the immediate development of air cargo facilities. This area lies in the southwestern portion of the air field, and will have vehicular access to the terminal by a tunnel under the runways. In addition to these 410 acres, another 300 acres of land lying north of the 280-acre cargo tract can be more intensively developed for air cargo.

O'Hare is a major airline maintenance base and this function is expected to require more space in the future. There are now about 330 acres of totally occupied land in the existing airline maintenance area. Approximately 200 more acres will probably be needed. To fill this need the existing maintenance area can be increased by approximately 85 acres by extending it northward and relocating the drainage channel and service road that now form its northern boundary. Additional space for maintenance operations can be found in the 300 acres of land that lie in the far northern sector of the airport.

Parking facilities at O'Hare are seriously inadequate. During 1967 lots and temporary parking spaces were occupied at 90 per cent of capacity. By 1975 it is estimated that about 11,000 spaces for public parking will be needed. To meet this need a five-deck, 9,200 car parking facility is to be built on a portion of the site of the existing open air parking lot, which after allowance for structural accommodation, will result in space for 12,700 autos. This structure must incorporate some form of baggage transportation from garage to the terminal gates and must provide safe pedestrian access to terminal buildings. The garage should have space for both short- and long-term parking so that short-term parking now permitted on arrival and departure roads can be eliminated. In addition, consideration should be given to

allowing several entrance and exit points in the structure, thereby lessening congestion on roads fronting the terminals and spreading auto volumes over several portions of roadway. It is expected that the daily entrance volume of about 44,000 vehicles will increase to 71,000 by 1980. This is within the design capacity of the entrance roadway system. However, the external roadway system, principally the Kennedy, can be expected to prove inadequate in the next ten years if the growth in air passenger traffic projected for that time span occurs. Under this circumstance improvements in the

external roadway system and changes in local travel modes would become necessary. The introduction of rail transportation would be one such change.

Pedestrian crossings are now relatively uncontrolled and cause inconveniences to people and considerable slowdowns in traffic movements, particularly on access roadways. Some form of bridging on the upper level, and of tunneling on the lower level, would seem necessary for both pedestrian safety and increased traffic flows.

Parking facilities at O'Hare are inadequate to handle the numbers of vehicles arriving at the airport. A multi-deck parking facility will be built to relieve this problem.



Transportation

Three major highways, the John F. Kennedy Expressway and the Tri-State and Northwest tollways, provide high-speed routes to the north, northwest, east and south. Local streets are often discontinuous because full residential development has not been achieved. At present there is no public transportation service to this part of the city.

Belmont Avenue, Irving Park Road, Lawrence Avenue and Pueblo Avenue are recommended in the *Comprehensive Plan* for upgrading to primary street standards. With the addition of a sixth runway at O'Hare, Irving Park Road would be rerouted. The extension of Foster Avenue as a through street to East River Road should be studied. As residential neighborhoods develop more fully, the feasibility of extending bus routes to serve the area should be studied. The location of new streets in the eastern sub-

area warrants some special attention to insure that through traffic not disrupt residential areas and that an excessive amount of land not be devoted to streets. Adequate pedestrian movement systems should be provided between homes and stores, schools, and other local concentrations of activity.

The street patterns in nearby suburbs influence the development of a street pattern in this Development Area because all the major streets are parts of a continuous system serving both the Area and adjacent suburbs. The provision and maintenance of roads in the vicinity of the airport is the responsibility of a variety of governments: state, county and local.

A high level of accessibility has been one primary factor in residential, commercial and industrial growth in the Development Area and surrounding suburbs. The *Plan* notes that the combination of the Kennedy Ex-

pressway and nearby rail and rapid transit lines form a corridor of high accessibility. Points of access along this corridor will support activities of higher intensity and density. Rapid transit service is currently being extended along this corridor to Foster and Central avenues, and further extension to O'Hare airport merits consideration.

A 1964 study has shown that approximately 33 per cent of the passengers using O'Hare originate or terminate their trips in the area bounded by Chicago Avenue, Halsted Street, Roosevelt Road, and Lake Michigan, the major business and convention center of the city. Park-and-ride facilities for suburban passengers would further expand the transit line's service potential. The extension would also serve to open up far northwest side employment opportunities to residents of the inner city. With 14,000 jobs provided on the airport grounds alone, this opportunity is very significant.

The Tri-State Tollway and the Kennedy Expressway serve O'Hare airport. Congestion could be significantly reduced by the extension of rapid transit service to the airport.



The Eastern Sub-Area

The O'Hare Development Area's eastern sub-area has as its boundaries Pueblo Avenue and the city limits on the east, Belmont Avenue on the south, the Des Plaines River on the west, and Higgins Road on the north. Three-quarters of this sub-area consists of forest preserves along the Des Plaines River; the remainder is a low density residential area of single-family and duplex homes, and apartment buildings. There is a significant amount of vacant land yet to be developed.

In 1965 approximately 2,500 persons lived in this part of the Development Area. At that time there were about 700 residential units, mainly single-family homes and some two-family dwellings. Since then apartment construction has been more evident. This trend is expected to continue and by 1980, the population is expected to total more than 5,000 people. At the time of the 1960 Census only 800 people lived in the area. Estimates based on nearby similar areas indicate that this sub-area was of above average socio-economic standing for Chicago. In 1965 the typical family had an annual income of approximately \$10,000 and the average family head had completed 12 years of school. The community for the most part was composed of families with pre-school and elementary school-age children.



The eastern sub-area contains a mixture of single family and duplex dwellings. Larger apartment buildings are becoming more predominant.



The majority of the homes in the sub-area have been built within the last eight years. The condition of these residential units is good, and it is evident that the residents take pride in maintenance of their homes. Variations in site design and architecture should be an important consideration in future housing development. Some of the new developments fail to achieve standards of quality and variety that would make the neighborhood surroundings more attractive. The local street system is presently unfinished, making access to some areas difficult. Work to pave and build several streets is underway.

The *Comprehensive Plan* recommends that areas in outlying parts of the city close to transit and commuter stops or to expressway access points be gradually developed with housing of higher density than that of the surrounding area. In the O'Hare Development Area this could occur at the northern edge of the sub-area, near the Kennedy Expressway. The remaining area would retain its current pattern of low density family housing.

Residents of the O'Hare Area depend on facilities located outside the immediate boundaries of the eastern sub-area. For example, a neighborhood business center is located at Lawrence Avenue and Cumberland Road while a larger regional business center at Harlem Avenue and Irving Park Road also serves the community. With increased population growth, new commercial facilities and services such as schools, parks, and libraries will be added.

Two branch elementary schools currently serve the eastern sub-area. The Oriole Park Branch, at Balmoral Avenue and Cumberland Road, and the Canty Branch at Chester and Brodman avenues are composed of a total of nine mobile classrooms. The need for permanent facilities in the Development Area will be met by a new public elementary school at Foster and Delphia avenues, scheduled for completion in 1969. The school will be built to accommodate an enrollment of approximately 400 students. Plans for this school should include adjacent park land, in keeping with the recommendation of the *Comprehensive Plan*, for maximum use of facilities. Other schools serving the area include the Taft and Steinmetz public high schools and two parochial schools.

A new school should soon be under construction in the eastern sub-area to eliminate the need for mobile classrooms.



The *Comprehensive Plan* recommends a system of library-owned branches conveniently available to all residents. The O'Hare Development Area currently has no public library facilities, although residents use other facilities outside the area boundaries. The Chicago Public Library is currently reviewing its program in order to provide better services and facilities for the entire city. This study will attempt to solve the problem of how to serve best the newer outlying areas of the city, such as the O'Hare Development Area

Because of the recent development of the eastern sub-area, no statistics are available for the rates of public assistance, ill health, and crime. Judging from the above average socio-economic standing of the community it is probable that these rates are low. No public social services are offered through local offices of public agencies and the *Social Services Directory* of the Welfare Council of Metropolitan Chicago lists no private agencies located within the sub-area. Residents can rely on services offered in the nearby Far Northwest Development Area if necessary.

The eastern sub-area also contains a resource of regional significance in the forest preserves that border the Des Plaines River. Within the Development Area the preserves cover an area of approximately 1,600 acres. They are largely wooded picnic and camping areas, but also include informal athletic fields, and a major regional facility—the Indian Boundary Golf Course. Access to the preserves is limited, and fuller use of forest preserve areas would follow improved pedestrian and vehicular access.

Residents rely on the adjacent forest preserves as the major source of open recreation space. Although no local parks are located within the community's boundaries, recreation space is above the minimum standard of two acres per thousand population suggested in the *Comprehensive Plan*. Recreational demands will increase in the area as the population growth continues, and additional play areas and recreation programs will be required. New park land should be developed and landscaped for use by both adults and children and should include facilities for both passive and active recreation.

The forest preserves present a major opportunity for a further development of recrea-

tion facilities in the O'Hare Development Area that would serve a regional as well as a local function. While maintaining open space and natural wooded zones the position of these forest preserves near the flight patterns of O'Hare prevent them from being the quiet secluded places originally envisioned. With the rapid population growth of the northwest sector of the city and nearby suburbs there is a clear and present need for developing the fringes of the forest preserves as more intensive recreation areas. For example, athletic fields, field houses, and facilities such as tennis courts, running tracks, and swimming pools could be developed without loss of the open space character of the preserves. Removal of fences that cut off the forest preserves from surrounding residential areas is recommended.



Although the forest preserves provide pleasant play areas, neighborhood parks are needed within the eastern residential area.

Suburban Areas

Although the series of Development Area reports was established to discuss sixteen sub-divisions within the City of Chicago, the O'Hare Development Area calls for discussion of recent development patterns in the surrounding suburbs. The airport, the Tri-State Tollway and the Kennedy Expressway are three major regional facilities that have had a very strong influence on housing and industrial development in the vicinity of the O'Hare Development Area. These developments have taken place in northwest Chicago as well as in the suburbs of Park Ridge, Des Plaines, Elk Grove Village, Ben-

senville, Franklin Park, Schiller Park, and Rosemont that lie adjacent to the airport.

Residence and Population

Most apparent in these suburbs is the amount of new construction of all types. New home building, noted in the eastern sub-area, is also predominant in the nearby suburbs. Moderate to middle priced housing developments have been built in vast quantity in the past ten years in all the suburbs. There are some apartment and mobile home areas, but single-family, owner-occupied units are the dominant type.

The majority of the homes in the O'Hare suburbs have been built since 1950. Ninety-nine per cent of Elk Grove Village was developed in this period. As a result, only a small percentage of the homes are not in sound condition.

The whole suburban structure around O'Hare has not yet reached maturity in terms of residential or population growth. In 1960 the population of the seven suburbs totalled 108,000, the 1966 population was estimated at 155,000, an increase of 43 per cent. In each of the suburbs in 1960 the population per household was below 4 persons and the median age ranged from 24 years to 34 years. Approximately 40 per cent of the total population was below 18 years of age and approximately 5 per cent over 65 years of age.

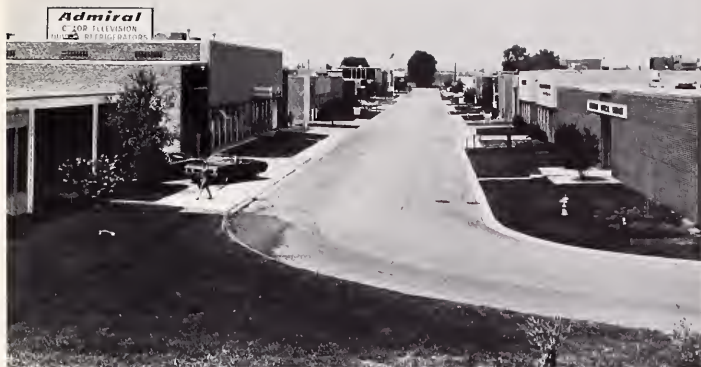
The socio-economic levels of the seven suburbs varied in 1960. At the time of the 1960 census the percentage of persons who had completed 12 or more years of education varied between 38 per cent in Schiller Park and 78 per cent in Elk Grove Village. Park Ridge, with a slightly older population, had the highest median income and a higher percentage of white-collar workers than the other suburbs. Schiller Park and Franklin Park had the greatest proportion of blue-collar workers.

Industry and Business

An upsurge in industrial development is still in progress in the suburban region. Figures for all the suburbs discussed in this report show large gains in the numbers of manufacturing plants and in employment in manufacturing. According to the 1967 *Metropolitan Chicago Industrial Development Guide*, published by the Chicago Association of Commerce and Industry, the

The majority of suburban homes have been constructed since 1950, and large numbers are still being added.





Most of the industry in the suburbs surrounding the airport is located in industrial parks.

total number of manufacturing plants in the suburbs surrounding the O'Hare Development Area increased 69 per cent during the period 1960-1966. For this same period the total employment in manufacturing plants increased from 25,000 to 54,000, a change of 115 per cent. There has also been a significant increase in the number of non-manufacturing jobs.

All of the suburbs surrounding the airport have a diversified industrial base. Employment is greatest in plants producing non-electrical machinery, paper and allied products, rubber and plastic products, fabricated metal products, and machinery and equipment.

Wholesaling, warehousing, and goods transfer terminals requiring major transportation routes have located in and around the Development Area in increasing numbers.

Planned industrial districts are increasing in the suburban areas. There are 31 industrial districts in and around the O'Hare area ranging in size from 8 acres to the 2,200 acres of Centex Industrial Park in Elk Grove Village, a concentration of about 300 light industries.

There are four major industrial concentrations in the seven suburbs: around the Bensenville and Godfrey yards of the Milwaukee Road; in a section of Elk Grove Village bounded by Wood Dale, Landmeier and Elmhurst roads, and Devon Avenue; in the vicinity of the intersection of Oakton Street and Mt. Prospect Road in Des Plaines; and in an area of Schiller Park and Franklin Park bounded by 25th Avenue, Irving Park Road, Des Plaines River Road, and Armitage Avenue. The first is a center for heavy industry and goods transfer companies. Most of this development predates the airport, but revitalization and increased growth has been spurred by its presence. The two railroad yards are major classification terminals forming vital links in the Chicago Switching District. The Elk Grove industrial district is new and composed essentially of "clean" industries, transfer terminals, and warehousing, as is the Oakton Street-Mt. Prospect Road industrial area. The Schiller Park-Franklin Park section is primarily composed of plants producing fabricated metal products and both electrical and non-electrical machinery.



Many manufacturing plants in the suburbs are distinctively designed buildings with pleasant landscaping.

The reasons for the location of industry in these areas are the same for planned districts and independent industrial sites. Vacant land was available and a growing labor force of skilled and semi-skilled workers became available as residence in the suburbs increased. Industries located in this area have access to O'Hare airport for air cargo and passenger travel, and to the central area of Chicago and the metropolitan region, via the Kennedy Expressway and the Tri-State Tollway.

Business activity in the surrounding suburbs has been stimulated by the development of the airport and major highways and by increased population and employment. Commercial activities have been much more specialized and are generally of two kinds: motels and restaurants or office buildings arranged in clusters at major intersections, or in strips along major streets. Office space is especially in demand in Rosemont, Des Plaines and Park Ridge. The growth of other shopping and business centers is an indirect result of the airport and expressway development and a direct result of increased population and employment in and around the O'Hare Development Area.

Planning Role of Local Government

The *Comprehensive Plan* states that there is a need for planning coordination between local governments for development of the metropolitan area. The multiplicity of government units now operating within the Chicago area and the existence of special authorities complicates the task of coordination. For the greater O'Hare area—both the Development Area and surrounding suburbs—and all parts of the metropolitan area, the *Plan* recommends three basic objectives for coordinated efforts: extend and maintain a high degree of accessibility to the Central Business District and the metropolitan area; concentrate development generally in relation to major transportation routes and facilities; and ensure freedom of opportunity and choice in housing, employment and services for all persons in the metropolitan area. In addition, the quality of the environment is a basic concern of the *Plan*. In the O'Hare vicinity, the city, suburbs and airline companies should cooperate in an effort to reduce and eventually eliminate the adverse effects of aircraft noise and air pollution. Studies on noise abatement and air pollution control

should be continued until an effective solution is found.

Residential opportunity in nearby communities is still restricted in many places. The *Comprehensive Plan* has stated that all Chicagoland residents should have freedom of opportunity and choice for housing, jobs, medical care, and cultural and educational facilities throughout the metropolitan area. These opportunities can be facilitated through the elimination of discriminatory practices and by the provision of a variety of residential types suitable for families of different sizes and income levels.

Recent studies have indicated a labor shortage in many suburban industries due to the inaccessibility of jobs for potential employees, most of whom now live in the

central city. A study completed by the Department of Development and Planning in 1967 showed that a substantial number of Negroes living in moderate income housing worked at O'Hare or in the surrounding suburbs and had to travel an excessive distance to reach their places of employment.

The lack of low and moderate income housing in the suburbs is currently receiving increased attention. Various city and suburban agencies are beginning to establish programs aimed at developing this type of housing to achieve a more balanced housing supply in the suburbs. Further efforts in this direction should be encouraged. The City of Chicago has recently strengthened its open housing ordinance to insure equal housing opportunities for all residents.



Mannheim Road is the area's major commercial strip.



Noise and air pollution from the airport are the main environmental concerns in the O'Hare Development Area.

Major Capital Improvements in The O'Hare Development Area

The map illustrates major projects included in the 1968-1972 *Joint Capital Improvements Program*. The Capital Improvements Program covers a five-year period and is revised annually and submitted to the Chicago Plan Commission for approval. The Plan Commission, under the inter-agency planning referral procedure, also reviews each project prior to construction to ensure that projects are in conformity with *The Comprehensive Plan of Chicago*.

The projects identified on the map are at three different stages of development: projects recently completed, projects underway, and projects proposed within the next five years.

Some area-wide projects, such as the recently completed comprehensive alley lighting program, are not mapped.

A major improvement and expansion program is currently underway at Chicago-O'Hare International Airport. In addition, several public agencies have initiated city-wide development plans that may result in additional recommendations for improved public facilities and services in this area.



Street Lighting



Water Feeder Main



Sewer Improvement



School Improvement



Street Improvement



Airport Improvement



Summary

The planning framework map on the opposite page is designed to illustrate the major concepts and development opportunities suggested in this report, and to show how each of these would fit into the total context of the Development Area.

- A. The small residential area in the eastern portion of the Development Area should continue to be developed with a variety of housing types. Particular attention should be paid to architecture and site design in future construction. The local road system should be completed, and provision for adequate public services, schools, police and fire protection, and transportation, should be made.
- B. The John F. Kennedy Expressway and rapid transit form a corridor of high accessibility between the O'Hare Development Area and the core of the city. It is appropriate that high intensity development continue along this corridor. Access to forest preserves and residential areas should be improved and better related to the public transportation facilities in the corridor.
- C. The largely undeveloped forest preserves along the Des Plaines River should be redesigned in some areas to provide more intensive recreation space, such as field houses, swimming pools, athletic fields, and similar facilities.
- D. The Kennedy rapid transit line should be extended through the eastern sub-area, to Chicago-O'Hare International Airport with associated park-and-ride facilities at either East River Road or Cumberland Road. This would provide rapid, inex-

- pensive service to and from the central area for airline passengers and airport employees.
- E. In conjunction with the state and county highway departments, the Chicago grid of major streets should be extended and upgraded west of the city.
 - F. Major runway improvements and additions should be made so that the airport can operate at maximum potential. An increase in the number of gates and improvements to baggage and freight handling facilities are necessary to meet the projected increase in passengers at O'Hare.
 - G. A major parking facility for 9,200 cars, with provisions for baggage handling and short-term parking will be provided on part of the site of the present open parking lot.
 - H. Increased space will be provided for air freight and maintenance buildings.
 - I. Additional land should be acquired around the airport so that a buffer zone can be maintained between the airport and surrounding development and adequate measures for flood control can be provided.
- Further development of the O'Hare Area should include combined efforts of the city and suburban municipalities to solve mutual problems, coordinate development of streets and roads, eliminate environmental nuisances, and provide more housing, employment and open land.

Planning Framework
O'Hare Development Area

Residential	
Forest Preserve	
Business	
Industry	
Airport Land	
A Residential Development Potential	
B Kennedy Corridor of High Accessibility	
C Forest Preserve	
D Rapid Transit Extension	
E Major Street Improvements	
F Runway and Terminal Additions	
G New Parking Facility	
H Proposed Freight and Maintenance Areas	
I Flood Control Development	



**Department of Development
and Planning
City of Chicago**

Lewis W. Hill
Commissioner

Robert W. Christensen
Deputy Commissioner

Jerral T. Harper
Assistant Commissioner

Martin R. Murphy
Assistant Commissioner

The preparation of this report
was the responsibility of:
Martin R. Murphy
Eric G. Yondorf

Among the department staff who
made significant contributions
to the content of this report:
Susan Blumenthal
Dennis A. Harder
Sheri F. Naditch

Others who contributed to the report.
John G. Doolen
Peter Haverkamp
S. Dwight Scott
Thomas Kapsalis

Those who aided in the production of
the report:
James C. McInerney
Samuel Mazzone
Laurence T. Young, Jr.
John H. Taaffe
Donald P. Granzin
Robert Hayes
Guy Herman
James M. Miller, Sr.
Robert J. Olly
William Salzman
Bernard J. Wagner

Photographs:
Art Dahl

This report has been prepared as a
discussion document. Many city
departments and agencies, private
organizations, and community groups
have already made contributions to
this report, and their assistance is
gratefully acknowledged. The
Department of Development and
Planning looks forward to continuing
and expanding these relationships in
the future, as Development Area
proposals are reviewed.

Assisted by a grant administered
by the Renewal Assistance Office
of the Department of Housing and
Urban Development under
Section 405 of the Housing
Act of 1959.

